

116TH CONGRESS  
1ST SESSION

# H. R. 2129

To amend the loan counseling requirements under the Higher Education Act of 1965, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

APRIL 8, 2019

Mr. GUTHRIE (for himself and Ms. BONAMICI) introduced the following bill; which was referred to the Committee on Education and Labor

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## A BILL

To amend the loan counseling requirements under the Higher Education Act of 1965, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

**3 SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Empowering Students  
5 Through Enhanced Financial Counseling Act”.

**6 SEC. 2. ANNUAL COUNSELING.**

7       Section 485(l) of the Higher Education Act of 1965  
8 (20 U.S.C. 1092(l)) is amended to read as follows:

9       “(l) ANNUAL FINANCIAL AID COUNSELING.—

10      “(1) ANNUAL DISCLOSURE REQUIRED.—

1                 “(A) IN GENERAL.—Each eligible institu-  
2         tion shall ensure that each individual who re-  
3         ceives a Federal Pell Grant or a loan made  
4         under part D (other than a Federal Direct Con-  
5         solidation Loan) receives comprehensive infor-  
6         mation on the terms and conditions of such  
7         Federal Pell Grant or loan and the responsibil-  
8         ties the individual has with respect to such  
9         Federal Pell Grant or loan. Such information  
10       shall be provided, for each award year for which  
11       the individual receives such Federal Pell Grant  
12       or loan, in a simple and understandable man-  
13       ner—

14                 “(i) during a counseling session con-  
15         ducted in-person;  
16                 “(ii) online, with the individual ac-  
17         knowledging receipt of the information; or  
18                 “(iii) through the use of the online  
19         counseling tool described in subsection  
20         (n)(1)(B).

21                 “(B) USE OF INTERACTIVE PROGRAMS.—  
22         In the case of institutions not using the online  
23         counseling tool described in subsection  
24         (n)(1)(B), the Secretary shall require such in-  
25         stitutions to carry out the requirements of sub-

1           paragraph (A) through the use of interactive  
2           programs, during an annual counseling session  
3           that is in-person or online, that test the individ-  
4           ual's understanding of the terms and conditions  
5           of the Federal Pell Grant or loan awarded to  
6           the individual, using simple and understandable  
7           language and clear formatting.

8           “(2) ALL INDIVIDUALS.—The information to be  
9           provided under paragraph (1)(A) to each individual  
10          receiving counseling under this subsection shall in-  
11          clude the following:

12           “(A) An explanation of how the individual  
13          may budget for typical educational expenses  
14          and a sample budget based on the cost of at-  
15          tendance for the institution.

16           “(B) An explanation that an individual has  
17          a right to annually request a disclosure of infor-  
18          mation collected by a consumer reporting agen-  
19          cy pursuant to section 612(a) of the Fair Credit  
20          Reporting Act (15 U.S.C. 1681j(a)).

21           “(C) Based on the most recent data avail-  
22          able from the American Community Survey  
23          available from the Department of Commerce,  
24          the estimated average income and percentage of

1 employment in the State of domicile of the individual for individuals with—

3 “(i) a high school diploma or equivalent;

5 “(ii) some post-secondary education without completion of a degree or certificate; and

7 “(iii) a bachelor’s degree.

9 “(D) An introduction to the financial management resources provided by the Financial Literacy and Education Commission.

12 “(E) An explanation of how the student may seek additional financial assistance from the institution’s financial aid office due to a change in the student’s financial circumstances, and the contact information for such office.

17 “(3) STUDENTS RECEIVING FEDERAL PELL GRANTS.—The information to be provided under paragraph (1)(A) to each student receiving a Federal Pell Grant shall include the following:

21 “(A) An explanation of the terms and conditions of the Federal Pell Grant.

23 “(B) An explanation of approved educational expenses for which the student may use 25 the Federal Pell Grant.

1               “(C) An explanation of why the student  
2 may have to repay the Federal Pell Grant.

3               “(D) An explanation of the maximum  
4 number of semesters or equivalent for which the  
5 student may be eligible to receive a Federal Pell  
6 Grant, and a statement of the amount of time  
7 remaining for which the student may be eligible  
8 to receive a Federal Pell Grant.

9               “(E) An explanation that, in the case of a  
10 student who transfers to another institution,  
11 the amount of time remaining for which a stu-  
12 dent may be eligible to receive a Federal Pell  
13 Grant, as provided under subparagraph (D),  
14 will not change, regardless of whether all of the  
15 courses completed by such student are accepted  
16 for purposes of meeting specific degree or pro-  
17 gram requirements by the institution to which  
18 such student transfers.

19               “(4) BORROWERS RECEIVING LOANS MADE  
20 UNDER PART D (OTHER THAN PARENT PLUS  
21 LOANS).—The information to be provided under  
22 paragraph (1)(A) to a borrower of a loan made  
23 under part D (other than a Federal Direct PLUS  
24 Loan made on behalf of a dependent student) shall  
25 include the following:

1                 “(A) To the extent practicable, the effect  
2                 of accepting the loan to be disbursed on the eli-  
3                 gibility of the borrower for other forms of stu-  
4                 dent financial assistance.

5                 “(B) An explanation of the use of the mas-  
6                 ter promissory note.

7                 “(C) An explanation that the borrower is  
8                 not required to accept the full amount of the  
9                 loan offered to the borrower.

10                “(D) An explanation that the borrower  
11                 should consider accepting any grant, scholar-  
12                 ship, or State or Federal work-study jobs for  
13                 which the borrower is eligible prior to accepting  
14                 Federal student loans.

15                “(E) A recommendation to the borrower to  
16                 exhaust the borrower’s Federal student loan op-  
17                 tions prior to taking out private education  
18                 loans, an explanation that Federal student  
19                 loans typically offer better terms and conditions  
20                 than private education loans, an explanation of  
21                 treatment of loans made under part D and pri-  
22                 vate education loans in bankruptcy, and an ex-  
23                 planation that if a borrower decides to take out  
24                 a private education loan—

1                 “(i) the borrower has the ability to se-  
2                 lect a private educational lender of the bor-  
3                 rower’s choice;

4                 “(ii) the proposed private education  
5                 loan may impact the borrower’s potential  
6                 eligibility for other financial assistance, in-  
7                 cluding Federal financial assistance under  
8                 this title; and

9                 “(iii) the borrower has a right—

10                 “(I) to accept the terms of the  
11                 private education loan within 30 cal-  
12                 endar days following the date on  
13                 which the application for such loan is  
14                 approved and the borrower receives  
15                 the required disclosure documents,  
16                 pursuant to section 128(e) of the  
17                 Truth in Lending Act (15 U.S.C.  
18                 1638(e)); and

19                 “(II) to cancel such loan within 3  
20                 business days of the date on which the  
21                 loan is consummated, pursuant to sec-  
22                 tion 128(e)(7) of such Act (15 U.S.C.  
23                 1638(e)(7)).

1                 “(F) An explanation of the approved edu-  
2                 cational expenses for which the borrower may  
3                 use a loan made under part D.

4                 “(G) Information on the annual and aggre-  
5                 gate loan limits for Federal Direct Stafford  
6                 Loans and Federal Direct Unsubsidized Staf-  
7                 ford Loans.

8                 “(H) An explanation that, in the case of a  
9                 student who transfers to another institution,  
10                 the loan amounts such student received before  
11                 such transfer shall be used in determining the  
12                 aggregate loan amount of the student, regard-  
13                 less of whether all of the courses completed by  
14                 such student are accepted for purposes of meet-  
15                 ing specific degree or program requirements by  
16                 the institution to which such student transfers.

17                 “(I) Information on how interest accrues  
18                 and is capitalized during periods when the in-  
19                 terest is not paid by either the borrower or the  
20                 Secretary.

21                 “(J) In the case of a Federal Direct PLUS  
22                 Loan or a Federal Direct Unsubsidized Staf-  
23                 ford Loan, the option of the borrower to pay  
24                 the interest while the borrower is in school.

1                 “(K) The definition of half-time enrollment  
2                 at the institution, during regular terms and  
3                 summer school, if applicable, and the con-  
4                 sequences of not maintaining at least half-time  
5                 enrollment.

6                 “(L) An explanation of the importance of  
7                 contacting the appropriate offices at the institu-  
8                 tion of higher education if the borrower with-  
9                 draws prior to completing the borrower’s pro-  
10                 gram of study so that the institution can pro-  
11                 vide exit counseling, including information re-  
12                 garding the borrower’s repayment options and  
13                 loan consolidation.

14                 “(M) For a first-time borrower—

15                     “(i) a statement of the anticipated  
16                 balance on the loan for which the borrower  
17                 is receiving counseling under this sub-  
18                 section;

19                     “(ii) based on such anticipated bal-  
20                 ance, the anticipated monthly payment  
21                 amount under, at minimum—

22                     “(I) the standard repayment  
23                 plan; and

24                     “(II) the income-driven repay-  
25                 ment plans the borrower is eligible

1 for, as determined using regionally  
2 available data from the Bureau of  
3 Labor Statistics of the average start-  
4 ing salary for the occupation in which  
5 the borrower has an interest in or in-  
6 tends to be employed; and

7 “(iii) an estimate of the projected  
8 monthly payment amount under each re-  
9 payment plan described in clause (ii),  
10 based on the average cumulative indebted-  
11 ness at graduation for borrowers of loans  
12 made under part D who are in the same  
13 program of study as the borrower.

14 “(N) For a borrower with an outstanding  
15 balance of principal or interest due on a loan  
16 made under this title—

17 “(i) a current statement of the  
18 amount of such outstanding balance and  
19 interest accrued;

20 “(ii) based on such outstanding bal-  
21 ance, the anticipated monthly payment  
22 amount under, at minimum, the standard  
23 repayment plan and, using regionally avail-  
24 able data from the Bureau of Labor Sta-  
25 tistics of the average starting salary for

1           the occupation the borrower intends to be  
2           employed, the income-driven repayment  
3           plans the borrower is eligible for; and

4           “(iii) an estimate of the projected  
5           monthly payment amount under each re-  
6           payment plan described in clause (ii),  
7           based on—

8           “(I) the outstanding balance de-  
9           scribed in clause (i);

10           “(II) the anticipated outstanding  
11           balance on the loan for which the stu-  
12           dent is receiving counseling under this  
13           subsection; and

14           “(III) a projection for any other  
15           loans made under part D that the  
16           borrower is reasonably expected to ac-  
17           cept during the borrower’s program of  
18           study based on at least the expected  
19           increase in the cost of attendance of  
20           such program.

21           “(O) The obligation of the borrower to  
22           repay the full amount of the loan, regardless of  
23           whether the borrower completes or does not  
24           complete the program in which the borrower is

1           enrolled within the regular time for program  
2           completion.

3           “(P) The likely consequences of default on  
4           the loan, including adverse credit reports, delin-  
5           quent debt collection procedures under Federal  
6           law, and litigation, and a notice of the institu-  
7           tion’s most recent cohort default rate (defined  
8           in section 435(m)), an explanation of the cohort  
9           default rate, the most recent national average  
10          cohort default rate, and the most recent na-  
11          tional average cohort default rate for the cat-  
12          egory of institution described in section  
13          435(m)(4) to which the institution belongs.

14           “(Q) Information on the National Student  
15          Loan Data System and how the borrower can  
16          access the borrower’s records.

17           “(R) The contact information for the insti-  
18          tution’s financial aid office or other appropriate  
19          office at the institution the borrower may con-  
20          tact if the borrower has any questions about the  
21          borrower’s rights and responsibilities or the  
22          terms and conditions of the loan.

23           “(5) BORROWERS RECEIVING PARENT PLUS  
24          LOANS FOR DEPENDENT STUDENTS.—The informa-  
25          tion to be provided under paragraph (1)(A) to a bor-

1       rower of a Federal Direct PLUS Loan made on be-  
2       half of a dependent student shall include the fol-  
3       lowing:

4                 “(A) The information described in sub-  
5        paragraphs (A) through (C) and (O) through  
6        (R) of paragraph (4).

7                 “(B) A notification that some students  
8        may qualify for other financial aid and an ex-  
9        planation that the student for whom the bor-  
10      rower is taking out the loan should consider ac-  
11      cepting any grant, scholarship, or State or Fed-  
12      eral work-study jobs for which such student is  
13      eligible prior to borrowing Parent PLUS Loans.

14                 “(C) For a first-time borrower of such  
15      loan—

16                         “(i) a statement of the anticipated  
17      balance on the loan for which the borrower  
18      is receiving counseling under this sub-  
19      section;

20                         “(ii) based on such anticipated bal-  
21      ance, the anticipated monthly payment  
22      amount under the standard repayment  
23      plan; and

24                         “(iii) an estimate of the projected  
25      monthly payment amount under the stand-

1                   ard repayment plan, based on the average  
2                   cumulative indebtedness of other borrowers  
3                   of Federal Direct PLUS Loans made on  
4                   behalf of dependent students who are in  
5                   the same program of study as the student  
6                   on whose behalf the borrower borrowed the  
7                   loan.

8                   “(D) For a borrower with an outstanding  
9                   balance of principal or interest due on such  
10                  loan—

11                  “(i) a statement of the amount of  
12                  such outstanding balance;

13                  “(ii) based on such outstanding bal-  
14                  ance, the anticipated monthly payment  
15                  amount under the standard repayment  
16                  plan; and

17                  “(iii) an estimate of the projected  
18                  monthly payment amount under the stand-  
19                  ard repayment plan, based on—

20                  “(I) the outstanding balance de-  
21                  scribed in clause (i);

22                  “(II) the anticipated outstanding  
23                  balance on the loan for which the bor-  
24                  rower is receiving counseling under  
25                  this subsection; and

1                         “(III) a projection for any other  
2                         Federal Direct PLUS Loan made on  
3                         behalf of the dependent student that  
4                         the borrower is reasonably expected to  
5                         accept during the program of study of  
6                         such student based on at least the ex-  
7                         pected increase in the cost of attend-  
8                         ance of such program.

9                         “(E) Debt management strategies that are  
10                         designed to facilitate the repayment of such in-  
11                         debtedness.

12                         “(F) An explanation that the borrower has  
13                         the options to prepay each loan, pay each loan  
14                         on a shorter schedule, pay each loan while the  
15                         dependent child is still in school, pay the inter-  
16                         est on the loan while the loan is in deferment,  
17                         and change repayment plans.

18                         “(G) For each Federal Direct PLUS Loan  
19                         made on behalf of a dependent student for  
20                         which the borrower is receiving counseling  
21                         under this subsection, the contact information  
22                         for the loan servicer of the loan and a link to  
23                         such servicer’s Website.

24                         “(6) ANNUAL LOAN ACCEPTANCE.—Prior to  
25                         making the first disbursement of a loan made under

1       part D (other than a Federal Direct Consolidation  
2       Loan) to a borrower for an award year, an eligible  
3       institution, shall, as part of carrying out the coun-  
4       seling requirements of this subsection for the loan,  
5       ensure that after receiving the applicable counseling  
6       under paragraphs (2), (4), and (5) for the loan the  
7       borrower accepts the loan for such award year and  
8       for such amount as is specified by the borrower by—

9                 “(A) signing the master promissory note  
10          for the loan;

11                 “(B) signing and returning to the institu-  
12          tion a separate written statement that affirma-  
13          tively states that the borrower accepts the loan;  
14          or

15                 “(C) electronically signing an electronic  
16          version of the statement described in subpara-  
17          graph (B).

18        “(7) CONSTRUCTION.—Nothing in this section  
19        shall be construed to prohibit an eligible institution  
20        from providing additional information and coun-  
21        seling services to recipients of Federal student aid  
22        under this title, provided that any additional infor-  
23        mation and counseling services for recipients of Fed-  
24        eral student aid shall not preclude or be considered  
25        a condition for disbursement of such aid.

1           “(8) COUNSELING SESSIONS CONDUCTED IN-  
2 PERSON.—Institutions of higher education may en-  
3 courage individuals to attend in-person loan coun-  
4 seling sessions under paragraph (1)(A).”.

5 **SEC. 3. EXIT COUNSELING.**

6       Section 485(b) of the Higher Education Act of 1965  
7 (20 U.S.C. 1092(b)) is amended—

8           (1) in paragraph (1)(A)—

9               (A) in the matter preceding clause (i), by  
10              striking “through financial aid offices or other-  
11              wise” and inserting “through the use of an  
12              interactive program, during an exit counseling  
13              session that is in-person or online, or through  
14              the use of the online counseling tool described  
15              in subsection (n)(1)(A)”;

16               (B) by redesignating clauses (i) through  
17              (ix) as clauses (v) through (xiii), respectively;

18               (C) by inserting before clause (v), as so re-  
19              designated, the following:

20               “(i) a summary of the outstanding balance of  
21              principal and interest due on the loans made to the  
22              borrower under part B, D, or E;

23               “(ii) an explanation of the grace period pre-  
24              ceding repayment and the expected date that the  
25              borrower will enter repayment;

1           “(iii) an explanation that the borrower has the  
2       option to pay any interest that has accrued while the  
3       borrower was in school or that may accrue during  
4       the grace period preceding repayment or during an  
5       authorized period of deferment or forbearance, prior  
6       to the capitalization of the interest; and

7           “(iv) an explanation that the borrower may be  
8       approached during the repayment process by third-  
9       party student debt relief companies, that they should  
10      use caution in any such dealings, and that the typ-  
11      ical services provided by these companies are already  
12      offered to borrowers free of charge through  
13      servicers;”;

14           (D) in clause (v), as so redesignated—

15                  (i) by striking “sample information  
16       showing the average” and inserting “infor-  
17       mation, based on the borrower’s out-  
18       standing balance described in clause (i),  
19       showing the borrower’s”; and

20                  (ii) by striking “of each plan” and in-  
21       serting “of at least the standard repay-  
22       ment plan and the income-driven repay-  
23       ment plans the borrower is eligible for”;

24           (E) in clause (x), as so redesignated—

- 1                             (i) by inserting “decreased credit  
2                             score,” after “credit reports,”; and  
3                             (ii) by inserting “reduced ability to  
4                             rent or purchase a home or car, potential  
5                             difficulty in securing employment,” after  
6                             “Federal law,”;  
7                             (F) in clause (xi), as so redesignated, by  
8                             striking “consolidation loan under section 428C  
9                             or a”;  
10                            (G) in clauses (xii) and (xiii), as so redes-  
11                             gnated, by striking “and” at the end; and  
12                            (H) by adding at the end the following:  
13                             “(xiv) for each of the borrower’s loans made  
14                             under part B, D, or E for which the borrower is re-  
15                             ceiving counseling under this subsection, the contact  
16                             information for the loan servicer of the loan and a  
17                             link to such servicer’s Website; and  
18                             “(xv) an explanation that an individual has a  
19                             right to annually request a disclosure of information  
20                             collected by a consumer reporting agency pursuant  
21                             to section 612(a) of the Fair Credit Reporting Act  
22                             (15 U.S.C. 1681j(a)).”;
- 23                            (2) in paragraph (1)(B)—  
24                             (A) by inserting “online or” before “in  
25                             writing”; and

1                         (B) by adding before the period at the end  
2                         the following: “, except that in the case of an  
3                         institution using the online counseling tool de-  
4                         scribed in subsection (n)(1)(A), the Secretary  
5                         shall attempt to provide such information to the  
6                         student in the manner described in subsection  
7                         (n)(3)(C)”;  
8                         (3) in paragraph (2)(C), by inserting “, such as  
9                         the online counseling tool described in subsection  
10                         (n)(1)(A),” after “electronic means”.

11 **SEC. 4. ONLINE COUNSELING TOOLS.**

12                         Section 485 of the Higher Education Act of 1965 (20  
13 U.S.C. 1092) is further amended by adding at the end  
14 the following:

15                         “(n) ONLINE COUNSELING TOOLS.—

16                         “(1) IN GENERAL.—Beginning not later than 1  
17 year after the date of enactment of the Empowering  
18 Students Through Enhanced Financial Counseling  
19 Act, the Secretary shall maintain—

20                         “(A) an online counseling tool that pro-  
21 vides the exit counseling required under sub-  
22 section (b) and meets the applicable require-  
23 ments of this subsection; and

24                         “(B) an online counseling tool that pro-  
25 vides the annual counseling required under sub-

1           section (l) and meets the applicable require-  
2           ments of this subsection.

3           “(2) REQUIREMENTS OF TOOLS.—In maintain-  
4           ing the online counseling tools described in para-  
5           graph (1), the Secretary shall ensure that each such  
6           tool is—

7                 “(A) consumer tested, in consultation with  
8                 other relevant Federal agencies, to ensure that  
9                 the tool is effective in helping individuals under-  
10               stand their rights and obligations with respect  
11               to borrowing a loan made under part D or re-  
12               ceiving a Federal Pell Grant;

13                 “(B) understandable to students receiving  
14                 Federal Pell Grants and borrowers of loans  
15                 made under part D; and

16                 “(C) freely available to all eligible institu-  
17                 tions.

18           “(3) RECORD OF COUNSELING COMPLETION.—

19           The Secretary shall—

20                 “(A) use each online counseling tool de-  
21                 scribed in paragraph (1) to keep a record of  
22                 which individuals have received counseling using  
23                 the tool, and notify the applicable institutions  
24                 of the individual’s completion of such coun-  
25                 seling;

1                 “(B) in the case of a borrower who re-  
2 ceives annual counseling for a loan made under  
3 part D using the tool described in paragraph  
4 (1)(B), notify the borrower by when the bor-  
5 rower should accept, in a manner described in  
6 subsection (l)(6), the loan for which the bor-  
7 rower has received such counseling; and

8                 “(C) in the case of a borrower described in  
9 subsection (b)(1)(B) at an institution that uses  
10 the online counseling tool described in para-  
11 graph (1)(A) of this subsection, the Secretary  
12 shall attempt to provide the information de-  
13 scribed in subsection (b)(1)(A) to the borrower  
14 through such tool.”.

15 **SEC. 5. LONGITUDINAL STUDY ON THE EFFECTIVENESS OF**  
16 **STUDENT LOAN COUNSELING.**

17                 (a) IN GENERAL.—Not later than 1 year after the  
18 date of enactment of this Act, the Secretary of Education,  
19 acting through the Director of the Institute of Education  
20 Sciences, shall begin conducting a rigorous, longitudinal  
21 study of the impact and effectiveness of the student loan  
22 counseling—

23                         (1) provided under subsections (b), (l), and (n)  
24 of section 485 of the Higher Education Act of 1965  
25 (20 U.S.C. 1092), as amended by this Act; and

1                         (2) provided through such other means as the  
2                         Secretary of Education may determine.

3                         (b) CONTENTS.—

4                         (1) BORROWER INFORMATION.—The longitudinal study carried out under subsection (a) shall include borrower information, in the aggregate and disaggregated by race, ethnicity, gender, income, and status as an individual with a disability, on—

9                             (A) student persistence;  
10                           (B) degree attainment;  
11                           (C) program completion;  
12                           (D) successful entry into student loan re-  
13                           payment;

14                           (E) cumulative borrowing levels; and  
15                           (F) such other factors as the Secretary of  
16                         Education may determine.

17                         (2) EXCEPTION.—The disaggregation under  
18                         paragraph (1) shall not be required in a case in  
19                         which the number of borrowers in a category is insuffi-  
20                         cient to yield statistically reliable information or  
21                         the results would reveal personally identifiable infor-  
22                         mation about an individual borrower.

23                         (c) INTERIM REPORTS.—Not later than 18 months  
24                         after the commencement of the study under subsection  
25                         (a), and annually thereafter, the Secretary of Education

1 shall evaluate the progress of the study and report any  
2 short-term findings to the appropriate committees of Con-  
3 gress.

4 **SEC. 6. AVAILABILITY OF FUNDS.**

5 (a) USE OF EXISTING FUNDS.—Of the amount au-  
6 thorized to be appropriated for maintaining the Depart-  
7 ment of Education's Financial Awareness Counseling  
8 Tool, \$2,000,000 shall be available to carry out this Act  
9 and the amendments made by this Act.

10 (b) NO ADDITIONAL FUNDS AUTHORIZED.—No  
11 funds are authorized to be appropriated by this Act to  
12 carry out this Act or the amendments made by this Act.

